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FOLLOW-UP ACTIONS TO THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT: REPRODUCTIVE RIGHTS AND REPRODUCTIVE HEALTH

Flow of financial resources in international assistance for population

Report of the Secretary-General

SUMMARY

The present report is in accordance with a provision in the new terms of reference of the Commission on Population and Development and its topic-oriented and prioritized multi-year work programme, which were endorsed by the Economic and Social Council in its resolution 1995/55, calling upon the Commission to review on a regular basis the flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development and to prepare a report thereon. The report is also in response to General Assembly resolution 49/128 (para. 18), in which the Secretary-General is requested "to prepare periodic reports for the substantive sessions of the Economic and Social Council on the flow of financial resources for assisting in the implementation of the Programme of Action".

Since the Conference, the international donor community has shown its commitment to achieving the goals and objectives of the Programme of Action of the Conference, and significant progress has been made in implementing it. As a consequence, there is some evidence of an increasing flow of resources in the form of external assistance. Many national Governments are formulating recast and updated population and development policies in line with the goals and objectives of the Programme of Action. The information gathered for this report indicates that several developing countries, despite unfavourable economic circumstances, have increased domestic resources or have manifested an increased desire to mobilize resources for population activities. More systematic data on domestic resources, however, need to be collected.

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INTRODUCTION

1. In the new terms of reference of the Commission on Population and Development, which were endorsed by the Economic and Social Council in its resolution 1995/55, the Commission is called upon to review on a regular basis the flow of financial resources and the funding mechanisms needed to achieve the goals and objectives of the Programme of Action and to prepare an annual report thereon as part of its topic-oriented and prioritized multi-year work programme. The General Assembly, in its resolution 49/128 (para. 18), requests the Secretary-General "to prepare periodic reports for the substantive sessions of the Economic and Social Council on the flow of financial resources for assisting in the implementation of the Programme of Action and to promote the exchange of information on the requirements for international assistance among the members of the donor community". The present report is in response to those mandates.

2. The Commission on Population and Development requested the United Nations Population Fund (UNFPA) to coordinate the preparation of the present report, taking into account the contributions of States Members, relevant organizations of the United Nations system, and intergovernmental and non-governmental organizations. Since 1986, UNFPA, on behalf of the Secretary-General, has prepared biennial reports for the Population Commission on the monitoring of multilateral population assistance. Those reports have provided information on resources made available for population activities by various agencies and organizations of the United Nations. The last such report was presented to the Commission at its twenty-eighth session.

3. The present report is the first annual report on the flow of financial resources for the implementation of the Programme of Action of the International Conference on Population and Development. The report is divided into an introduction and five sections. Section I contains information on trends in the flow of resources through 1993 and serves as a benchmark against which changes in magnitude, emphasis and focus since the International Conference can be measured, at present and in subsequent years. In section II, details of post-Conference initiatives concerning resource mobilization are documented. Section III deals with ongoing research and projects that will help in further assessments and refinements of the resources required for the population components contained in the Programme of Action. Section IV raises some important issues in resource mobilization. Section V gives the conclusions of the report.

I. FLOW OF FINANCIAL RESOURCES PRIOR TO THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT 1/

4. Trends in the flow of international resources up to 1992 were outlined in the report on the monitoring of multilateral population assistance which was presented to the Commission on Population and Development at its twenty-eighth session (E/CN.9/1995/3). The information contained in this section is primarily on flow of international resources through 1993. Many of the responses to the annual questionnaires for 1994 concerning resources made available by bilateral and multilateral entities have not yet been received by UNFPA. However, those

data received after the preparation of the present report, after compilation and analysis, will be made available to the Commission at its current session.

5. Table 1 shows the position of major donor countries in 1993 with regard to official development assistance (ODA) and that part of ODA specifically provided for assisting population activities. Overall, ODA amounted to 0.3 per cent of the gross national product (GNP) of the major donor countries, ranging from about 1.0 per cent of GNP in Denmark, Norway and Sweden, to less than 0.2 per cent for the United States of America. The Programme of Action (para. 14.11) refers to the agreed target of devoting 0.7 per cent of GNP for total ODA and calls for increasing the share of funding for population and development programmes commensurate with the scope and scale of activities required to achieve the objectives and goals of the Programme of Action. In 1993, four countries - Denmark, Norway, Sweden and the Netherlands - met or exceeded the recommended level of ODA of 0.7 per cent of GNP.

6. Table 1 also shows population assistance in primary funds. 2/ The total amount from bilateral sources was US$ 777 million, with the United States by far the largest donor in absolute terms ($367 million).

7. The share of ODA earmarked for population activities in 1993 was, however, only 1.4 per cent of the total and the share of several major donors in fact fell well below 1 per cent. It is worth noting the positive approach to population assistance of countries such as Denmark, Finland, Norway, Sweden and the United States, which devoted more than 2 per cent of their ODA to the population sector. Of the major donor countries, however, only Norway (4.22 per cent) surpassed the often cited target of 4 per cent of ODA for the population sector.

8. The overall trends in external population assistance, by source of funding, including loan commitments from the World Bank, for 1990-1993, are summarized in table 2; data for 1994 are not yet available. Resources channelled through UNFPA are not included in the table in order to avoid double-counting, since the reporting of bilateral flows of population assistance generally includes funds given to UNFPA. The table shows that overall international assistance to the population field increased during the period, from $972 million in 1990 to $1,310 million in 1993, an increase of almost 35 per cent.

A. Trends in bilateral assistance

9. Of total international population assistance in 1990, $669 million came from bilateral sources; in 1993 the amount had increased to about $777 million. This is an increase of about 16 per cent, but in terms of constant dollars, it represents an increase of only about 9 per cent. In 1990, the share of total population assistance from bilateral sources was 69 per cent, but the share decreased to 59 per cent in 1993.

B. Trends in multilateral grant assistance

10. Multilateral population assistance is provided by those United Nations agencies and organizations that carry out population-related programmes. For many of those organizations, funds committed to population activities come primarily from UNFPA and, to a lesser extent, from their own regular budgets and from other funding sources. UNFPA is the most important source of multilateral population assistance, because it is the major source of population funding for other multilateral organizations within the United Nations system and because of the large number of activities it supports directly through national population programmes. In 1993, about 80 per cent of all multilateral population grant assistance was channelled through UNFPA. Over the period 1990-1995, the annual income of UNFPA increased from $212 million to $306 million.

11. In 1990, the United Nations system, excluding UNFPA, provided $86 million, or 9 per cent, of the total amount of assistance for population. By 1993, multilateral funds from the United Nations system, excluding UNFPA, amounted to $66 million, contributing about 5 per cent of total external population resources. The organizations and agencies reporting financial flows for population activities include the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the International Labour Organization (ILO), the Food and Agriculture Organization of the United Nations (FAO), the World Health Organization (WHO), and the regional commissions. 3/

C. Trends in multilateral loan assistance

12. The World Bank and, increasingly, the regional development banks are other major multilateral sources of population assistance through their disbursement of loans and credits. The World Bank assistance for population is treated separately because its assistance is in the form of loans rather than grants. Moreover, there may be a large and highly variable gap between the World Bank loan commitments and actual expenditures. Also, figures from the World Bank are multi-year commitments, recorded in the year in which they are approved but actually pertaining to the full term of the agreement. World Bank loans in 1990 amounted to $169 million, or 17 per cent, of total population assistance. The World Bank made available approximately $344 million for population assistance in 1993, the second largest amount the Bank has earmarked for population assistance since 1984. Of the total amount, $195 million was disbursed in the form of international development assistance (IDA) loans, made at concessionary rates, and $145 million as loans from the International Bank for Reconstruction and Development (IBRD), made at prevailing rates.

D. Trends in private assistance

13. As table 2 shows, private sources of population assistance, such as benevolent foundations, provided $48 million in 1990, about 5 per cent of total assistance. By 1993, the amount contributed by private sources had increased considerably, to $124 million, or 9 per cent of the total.

E. Expenditures by geographical region 4/

14. During the period 1990-1993, international population expenditures for sub-Saharan Africa and Latin America and the Caribbean increased, while those for Asia and the Pacific declined. In 1990, Asia and the Pacific received about 35 per cent of total population expenditures, which declined to 27 per cent by 1993. The share for sub-Saharan Africa, which received about 25 per cent of total expenditures in 1990, increased to 27 per cent in 1993. Similarly, the share of total expenditures for Latin America and the Caribbean grew from 15 per cent in 1990 to 18 per cent in 1993. Interregional programmes also increased as a proportion of total expenditures, from about 16 per cent in 1990 to 18 per cent in 1993. There was no noticeable change in population expenditures for Western Asia, Northern Africa or Europe.

II. POST-CONFERENCE INITIATIVES ON RESOURCE MOBILIZATION

A. The population component of the Programme of Action

15. The International Conference on Population and Development was the first United Nations international conference to spell out a schedule of resource mobilization to achieve a specific set of development objectives. This costing out of resource requirements stemmed from the operational character of the Programme of Action. The population components contained in the Programme of Action consist of four elements - namely, family planning information and services; other reproductive health services; programmes for the prevention of sexually transmitted diseases, including human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS); and basic research, data collection and analysis. The estimated cost of these measures is $17 billion a year by 2000, increasing to $21.7 billion in 2015 (in constant 1994 dollars). Of the estimated total, the Programme of Action suggests that, globally, approximately two thirds of the needed resources in developing countries will have to come from domestic sources in the future. Therefore, it is tentatively estimated that one third of the projected costs will have to come from external sources: $5.7 billion in the year 2000, increasing to $7.2 billion by 2015.

16. However, the Programme of Action explicitly acknowledges that not all countries will be able to bear two thirds of the estimated costs of their own national programmes. Many countries in Africa, especially sub-Saharan Africa, will require special assistance programmes for implementing the population measures of the Conference. In situations where the constraints on domestic resources are most severe, owing to weak economic performance, inadequate infrastructures, the adverse impacts of structural adjustment programmes and a shortage of trained personnel, it is expected that more external population assistance will be required.

17. A substantial proportion of the resources for many national programmes in Asia is expected to be mobilized from within the countries themselves, especially those in Eastern Asia and in some of the countries in South-eastern Asia. However, certain countries within this region and within the subregion of Southern Asia will continue to require significant external assistance.

18. The Latin America and the Caribbean programmes will likely require less than one third of the estimated financial resources needed from external assistance. This is due to more developed governmental programmes and the substantial role of the private sector and of non-governmental organizations in many countries of the region.

19. Northern Africa and Western Asia include countries with diverse social, economic and programme conditions. As in Asia, the proportion of external assistance needed to finance the population components in the Programme of Action will vary from country to country.

20. Countries with economies in transition will have significant but temporary needs for technical assistance to facilitate the transformation of their population and reproductive health programmes in order to provide quality family planning information and services.

B. Related social sectors in the Programme of Action

21. In order to support other socio-economic development programmes contained in the Programme of Action, countries will require financial assistance beyond what has been described for population measures. For example, the Programme of Action calls for the empowerment of women and recognizes the role of education in achieving it. Therefore, resources for basic education will have to be increased substantially. Similarly, "health for all" cannot be achieved if drinking water and sanitary conditions are not improved. Achieving these goals will require that resource allocations be increased from current levels. The increases will have to be obtained by mobilizing both domestic and international resources and by involving all relevant international and national organizations.

22. The Programme of Action of the Conference took note of the initiative to mobilize resources to give all people access to basic social services, known as the 20/20 initiative. The Programme of Action of the World Summit for Social Development had invited interested developed and developing country partners to undertake mutual commitments concerning ODA and national budget levels for basic social programmes. Consultations among United Nations organizations over the past year have further refined the concepts involved. The Government of Norway will sponsor an international meeting in April 1996 to discuss putting into operation such agreements among interested countries.

C. International initiatives on the flow of resources

23. Since the International Conference on Population and Development, a number of initiatives at the international level have focused on the question of increasing the flow of resources for the implementation of the Programme of Action. As described below, those initiatives represent important steps for exchanging information on resource requirements.

1. Meeting of the Development Assistance Committee

24. In November 1994, immediately after the Conference, a meeting was organized by the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD). At that meeting, the Executive Director of UNFPA, highlighting the success of the Conference, called upon the international community to shoulder the burden of mobilizing the external resources needed to institutionalize reproductive health, including family planning and sexual health, and population programmes, as outlined in the Programme of Action. At that meeting, several OECD members urged the importance of moving ahead rapidly with the implementation of the Programme of Action. It was agreed that it would be useful to explore further the operational aspects of implementing the Programme of Action.

2. Consultation meeting

25. In resolution 49/128, the General Assembly requested the Secretary-General to consult with various bodies of the United Nations system, as well as with international financial institutions and various bilateral aid organizations and agencies, with a view to promoting an exchange of information among them on the requirements for international assistance, reviewing the specific needs of countries, and maximizing the availability and effectiveness of resources. At the request of the Secretary-General, the Executive Director of UNFPA convened in January 1995 a consultation meeting on the mobilization of resources for the implementation of the Programme of Action. Representatives from various multilateral and bilateral donor agencies, the World Bank and several regional financial institutions participated in the consultation.

26. The participants discussed the usefulness of high-level meetings in the mobilization of resources. They suggested using existing mechanisms at the country level, such as the resident coordinator system, the World Bank consultative groups, and the round tables of the United Nations Development Programme (UNDP) to mobilize country-specific resources. It was agreed that global consultations on the topic needed to be convened periodically, preferably at the time of the annual sessions of the Commission on Population and Development.

3. Donor workshop on the implementation of reproductive health programmes

27. A workshop on the implementation of reproductive health programmes, co-sponsored by the British Overseas Development Administration (ODA) and the United States Agency for International Development (USAID), was held in New York from 12 to 14 June 1995. As a specific outcome of the November 1994 DAC meeting, the workshop sought to promote a better understanding of the strategies that would most effectively contribute to improving reproductive health and advancing the Programme of Action. It was observed that a number of donors were being called upon to expand their reproductive health activities at a time of resource constraints. It was stressed that an important message for the donor community was that, in any given country, each of the key elements - family

planning, prevention of sexually transmitted diseases and HIV, and Safe Motherhood - should be guaranteed support by at least one donor or the Government. The workshop urged all Governments and donors to consider the need to invest in young people, to engage in a dialogue and to coordinate their efforts.

4. Bilateral initiatives

28. One of the most encouraging signs of increased commitment for funding population programmes in developing countries since the International Conference has been the growing number of donor countries that have pledged to increase their support. Leading up to the Conference and at the Conference itself, a number of donors, including several major donor countries, pledged to increase the level of population assistance they provide very significantly over the next several years.

29. On the eve of the Conference, the Government of Japan announced a Global Issue Initiative on Population and AIDS. Under that initiative, Japan indicated its intention to provide $3 billion over a seven-year period (1994-2000) to address global population problems and the spread of HIV/AIDS. Of the total amount, $1 billion is expected to be utilized for core population and family planning activities.

30. The Government of Germany has stated its intention to spend approximately $2.1 billion over the next six years (1995-2000) on population programmes. Germany has a dual strategy of population assistance, giving first priority to family planning services and second priority to health education, HIV/AIDS and women's empowerment activities that have an impact on reproductive behaviour. At the International Conference, Germany had announced that it would increase its support for family planning activities from $93 million in 1994 to $127 million in 1995. Roughly two thirds of the German aid for population currently goes through bilateral channels, while one third is channelled through multilateral organizations and international non-governmental organizations. The increase in the 1995 amount over the 1994 amount includes further commitments by the Government for the Programme of Action.

31. In July 1995, the United Kingdom of Great Britain and Northern Ireland pledged to increase aid for population and reproductive health by approximately 65 per cent, for a total of about $160 million over two years. British ODA takes a broad reproductive health approach to population assistance while maintaining a special focus on family planning.

32. The European Commission of the European Union has announced plans to increase population assistance "more than tenfold by the year 2000". The European Commission has set a policy target of approximately $400 million annually on programming in the area of population by the year 2000. The European Union is expected to give special emphasis in its population assistance to sub-Saharan Africa. One modality being used by the European Union is to contribute part of its assistance to developing countries through UNFPA country programmes, as has been done in Egypt and the Syrian Arab Republic.

33. In October 1995, the Government of Denmark announced its intention to set up a special fund of DKr 35 million (approximately $6.3 million) to be administered by UNFPA for population programmes for Africa. Noting the severity of the population problems in Africa, the Government of Denmark has specified that the fund should be utilized for the implementation of the Programme of Action in Africa. In addition, the Government has also made known its intention to make a special supplemental contribution of DKr 12 million (approximately $2.2 million) to UNFPA in 1995. The additional contribution will be earmarked for social science issues in connection with sexual and reproductive health, including research on male behaviour and increased male involvement in sexual reproductive health programmes.

34. In August 1995, the Government of Belgium announced its intention to set up a trust fund of BF 20 million (approximately $700,000), in addition to its regular contribution to UNFPA in 1995. The trust fund is a multi-bilateral facility to be administered by UNFPA for special programmes in Nigeria and Uganda and for interregional research activities.

35. The Government of Australia has announced a four-year initiative through 1998 of $130 million to assist population and family planning programmes in developing countries. This represents a 47 per cent increase over the level of population assistance from Australia in the previous four-year period.

36. The Parliament of the Netherlands has recently urged the Government of the Netherlands to increase population funding to reach the target of 4 per cent of the overseas development budget by the year 1998. This would bring the level of funding for international population assistance from the Netherlands from about $50 million at present to about $125 million by the year 1998, which would represent an increase of 150 per cent.

37. The Government of Switzerland has recently indicated its intention to make an additional contribution to UNFPA for developing country activities specifically aimed at the implementation of the Programme of Action. The specifics of the contribution, which will amount to over $2 million, are currently under discussion.

5. Multilateral initiatives

38. Funding to UNFPA has increased since the International Conference on Population and Development. Addressing the concluding session of the Pledging Conference in November 1995, the Executive Director of UNFPA informed the delegates that the general resources of UNFPA in 1995 were being projected at about $306 million. This is a 16 per cent increase over the resources in 1994 and the highest income level ever achieved by UNFPA, made possible through the generous support of over 90 donors, particularly Japan, the Netherlands, the United States, Germany, Norway, Denmark, Sweden, the United Kingdom of Great Britain and Northern Ireland, Finland and Switzerland. The UNFPA income target for 1996, as contained in the work plan approved by the Executive Board, is $325 million.

39. In addition to voluntary contributions to finance its regular programme, the Fund also receives funding for earmarked projects that are managed by UNFPA as multi-bilateral resources. In 1994, $11.3 million in additional resources were generated through multi-bilateral and other related arrangements. A notable new donor in this regard is Spain, which has indicated its intention of contributing $1 million annually over the next several years.

40. The World Bank has indicated that it would increase resources for population and development in the future. In addition to greatly expanding the levels of its financial assistance in education and environmental programmes that directly and indirectly advance the objectives of the Programme of Action, the Bank has in recent years also increased its participation in population, health and nutrition programmes that directly address reproductive and primary health issues contained in the Programme of Action. World Bank lending on population activities is expected to increase from about $200 million to $500 million a year in the coming years.

41. The regional banks have also shown increased interest in funding population projects. In 1994 the Asian Development Bank began financing population and family planning activities for the first time by providing highly concessionary loans to Bangladesh, Pakistan, the Marshall Islands and Papua New Guinea. The Asian Development Bank stated at the International Conference that the new population policy adopted by the Bank in July 1994 promoted a gender-sensitive human resource development framework to assist family planning, health, education and nutrition and to promote fertility decline.

42. The President of the African Development Bank informed the International Conference about its policy paper on population, issued in 1992, and its guidelines for the implementation of the policy, published in July 1994. He also mentioned that the Bank was planning to earmark 30-60 per cent of its resources for agriculture and the social sectors and that many of the health projects it had approved contained reproductive health components.

6. Initiatives of non-governmental organizations

43. Sixty parliamentarians, representing 30 countries, met in Brussels in May 1995 to solidify support for the goals of the Programme of Action. The European Parliamentary Forum for Action was organized by the British All-Parliamentary Group on Population, Development and Reproductive Health and the European Parliament Working Group on Population, Sustainable Development and Reproductive Health. The Forum adopted a declaration calling upon European parliamentarians and Governments to support the goals of the Programme of Action, particularly those for resource mobilization. It called for an increase in official development assistance to 0.7 per cent of GNP and the earmarking of 4 per cent of ODA to population-related programmes.

44. An international meeting of the foreign aid committees of developed countries, organized by the Parliamentarians for Global Action, was held at the United States Congress on 18 October 1995. The objectives of the Programme of Action and the need for greater international resource mobilization for its successful implementation were highlighted. The meeting called upon

parliamentarians to encourage, support and approve budgetary provisions to increase financial resources for development assistance, especially for population and poverty alleviation initiatives and for the empowerment of women, and to enact legislation in support of such provisions. In particular, they pledged to strive to reach the target of providing 0.7 per cent of GNP for development assistance and of targeting 4 per cent of that assistance for funding population initiatives.

45. The Wellcome Trust, one of the largest charitable funds, recently announced its intention to begin funding activities in the area of population. Up to the present time, most of its programmes have focused on medical research. A new programme of the Trust will spend about $15 million a year for five years on population-related research and pilot studies.

46. Under the sponsorship of the Rockefeller Foundation and UNFPA, 42 representatives of interested organizations from many donor countries met in Dublin from 3 to 7 October 1995 to discuss strategies for increasing European commitment to enhanced reproductive health choices in developing countries. They identified major themes emerging from the International Conference, shared experiences from their own countries and made plans for follow-up activities. The meeting drafted the Dublin Declaration, calling for increased foreign aid for population and reproductive health activities in developing countries.

D. National initiatives on the flow of domestic resources

47. There is evidence that many of the developing countries around the world have already or are about to take steps to formulate national plans of action, as called for in the Programme of Action. Many countries have taken measures to disseminate widely the results of the International Conference and have carried out advocacy efforts to promote understanding of the changes brought about by the Conference approach. In several countries reviews have been undertaken to adjust programmes so that they would reflect the new orientation. In the area of reproductive health, including family planning and sexual health, for example, countries have started to develop comprehensive and integrated systems that offer a full range of services, building on existing primary health-care networks.

48. Since only a little more than one year has passed since the International Conference a full evaluation of responses in terms of the flow of domestic resources is somewhat premature. The paragraphs below, therefore, give merely a sketch of changes in resource priorities occurring in specific countries in the developing world towards the implementation of the Programme of Action.

49. Bangladesh has devised plans and policies that go beyond family planning programmes. In those plans, serious attention has been devoted to education, health and the empowerment of women. Consequently, resource allocation in the social sector has increased from about 15 per cent of total annual development resources in 1990-1991 to 27 per cent in 1994-1995.

50. The Government of Pakistan announced that it had increased its national budget for population activities by 30 per cent. In the Philippines, the

Government has recently earmarked higher resources for its national commission on population. The Government of Namibia, in its first national development plan for the period 1996-2000, has earmarked more than 10 million rand for population and development activities.

51. The Government of the Islamic Republic of Iran has adjusted its National Reproductive Health and Family Planning Programme to reflect the recommendations of the Programme of Action. The Ministry of Health and Medical Education has already obtained an additional $2.35 million for the next fiscal year and has requested a further increase of as much as $3 million for the same budget. The Government, simultaneously, has established a committee to follow up on the implementation of the Programme of Action.

52. There are several other instances of post-Conference policy changes that will have an impact on the flow of national resources, although in most cases precise financial amounts are not yet available. Several countries have organized workshops on ways of implementing the Programme of Action. Such workshops will likely be followed by the formulation of national population programmes that will include details on the resources required for implementing the Programme of Action. Several Governments have also taken steps to modify their development plans to incorporate elements of the Programme of Action. Some have formed task forces to review and strengthen their respective national population policies in line with the Programme of Action, and those are expected to lead to the formulation of national programmes of action. Such activities will, in all likelihood, lead to an increase in resources either from domestic sources or, in cases of extreme economic hardship, to renewed requests for external assistance.

III. ASSESSMENT OF RESOURCE REQUIREMENTS FOR POPULATION AND DEVELOPMENT

53. The Programme of Action (para. 16.28) specifically calls upon the international community to review on a regular basis the specific needs of countries in the field of population and development. The resource estimates provided in the Programme of Action were undertaken at the global and subregional levels. The magnitude of the resources needed and their rates of increase vary substantially between and within different subregions. Efforts are under way to refine those estimates at the country level. The efforts are summarized below.

54. UNFPA, in collaboration with other international agencies, periodically undertakes programme review and strategy development missions to assess the needs and priorities of countries in matters concerning population. Reports on the missions can serve as an additional mechanism to assess the specific programme and resource requirement needs of developing countries in the field of population and development. Efforts are well under way to make future missions reflect the goals set out in the Programme of Action, including those related to monitoring the flow of relevant resources.

55. Another growing source of information on resource requirements is the internationally supported Global Initiative on Contraceptive Requirements and

Logistic Management Needs in Developing Countries, which is administered by UNFPA. The programme undertakes country studies to assess contraceptive requirements and logistic management needs. The studies provide details on costs for contraceptives and logistics management for a 10-year period. A total of 12 studies have been undertaken to date, in all regions of the world; 11 have been successfully completed and the results published. Three more country studies are currently being initiated.

56. More recently, UNFPA has completed country profiles for countries in sub-Saharan Africa and is at present preparing similar country profiles for all other developing countries. The profiles include data on the national position on key social and economic indicators, initial estimates of resource requirements for the national population and development programmes and a summary of relevant national population policies. The draft profiles for Asia have been distributed to field offices and to the managers and policy makers of national programmes for comments. Priority is being given to the rapid completion and dissemination of the profiles for the Central Asian republics and Kazakstan. A global set of country profiles will be completed, reviewed and widely disseminated during 1996.

57. Universities and research institutions are also involved in the assessment of resource requirements for health and family planning services in the developing countries. For example, Family Health International and the University of North Carolina (United States) are currently involved in a pilot project to complete an expenditure matrix for family planning with the idea of developing a standard methodology for estimating national family planning expenditures. As part of a pilot study on key indicators for monitoring reproductive health programmes, UNFPA has also collected test data for developing an appropriate methodology for collecting information on the flow of national resources. Princeton University, with support from the Rockefeller Foundation, is undertaking an analysis of the scale of unmet needs for family planning services, and of possible approaches for successfully meeting those needs.

58. The Rockefeller Foundation is actively engaged in a programme of focused research funding, called "the mobilization of resources to launch a second contraceptive revolution". This programme aims at a detailed understanding of the cost structure of providing family planning services and other primary health-care services to the population of the developing world and thus at providing an important set of data for properly estimating international resource mobilization needs.

IV. ISSUES REGARDING THE GATHERING OF RESOURCE INFORMATION

59. The mobilization of resources to implement the Programme of Action will have to be fully monitored. An action-oriented mechanism should be developed to coordinate the work of the multilateral agencies and others. UNFPA has currently in place a system to monitor the amount of international assistance for programmes dealing with population and development. This system will be further refined and improved, where necessary, to render the monitoring of the amount of international financial assistance for programmes dealing with

population and development more accurate, as agreed to in the Second Committee of the General Assembly in December 1995.

60. Data on the flows of domestic resources for population and development programmes are currently not available on a regular basis, as mentioned above. The development of a system for monitoring and assessing the mobilization of domestic resources is desirable for obtaining a complete picture of the flow of global resources in the area of population and development. Such a data system, if available, would complement parallel efforts to obtain better estimates for resource requirements at national levels and eventually lead to closer collaboration between donor agencies in meeting the needs of individual countries. A complete picture of the flow of resources would also facilitate the monitoring of the implementation of paragraph 7 of General Assembly resolution 49/128, in which all countries are urged to consider their current spending priorities with a view to making additional contributions for the implementation of the Programme of Action. The views of the Commission on Population and Development will be important for future development of such a system.

61. Classification of population activities by various donors poses another problem in the proper assessment of financial resources. Although efforts are under way to improve and coordinate various classification systems in use, in line with the population components of the Programme of Action, concerns about standard definitions for reporting the flow of resources for reproductive health, including family planning and sexual health, as detailed in the Programme of Action, have not yet been fully resolved. Such issues need to be addressed before a coordinated assessment of the flows of international and domestic resources can be accomplished.

62. In addition, more needs to be done to coordinate information gathered on the resource requirements of individual countries for the implementation of the recommendations of the Programme of Action. Both bilateral and multilateral donor agencies often undertake identification and appraisal missions to developing countries. Even though those missions often focus on specific elements of the population components of the Programme of Action, their assessments of current and future resource needs for development may still be helpful in the assessment of country-specific needs in the population field. Greater coordination in compiling such information into a global database would facilitate international efforts to monitor the implementation of the Programme of Action.

V. CONCLUSIONS

63. Developments in the implementation of the Programme of Action have taken three distinct forms. First, the international donor community has shown commitment to the Programme of Action, and significant progress has been made in implementing it. Secondly, there is some evidence of an increasing flow of resources in the form of external assistance for population activities. Lastly, national Governments, which are the most important actors, are formulating recast and updated population and development policies in line with the goals of the Programme of Action. The information gathered for the present report

indicates that several developing countries have, despite unfavourable economic circumstances, increased domestic resources or have manifested an increased desire to mobilize resources for population activities. Until more systematic data on the flow of domestic resources are collected, however, the question of resource mobilization within the developing countries will remain fragmentary and incomplete.

64. The progress being made in implementing the Programme of Action is evident on several fronts. From high-level consultations on resource mobilization to the creation of the Inter-Agency Task Force on putting the Programme of Action into operation, to technical backstopping for national Governments, a coalition of partners from multilateral organizations, national Governments and non-governmental organizations is in the process of formation, committed to successfully achieving the goals and objectives of the Programme of Action.

65. Despite these encouraging developments, however, the successful implementation of the Programme of Action is dependent upon resource mobilization. Additional resources are urgently required in order better to identify and satisfy unmet needs in issues related to population and development, such as reproductive health care, including family planning and sexual health information and services, and to keep pace with growing demands and improve the scope and quality of programmes. Sub-Saharan Africa, parts of Asia and the least developed countries everywhere will need a much larger share of the resources from the international community. Although several donor countries have shown early and laudable commitments through announcements of increased funds for population activities, official development assistance has tended to stagnate in recent years and, with a few exceptions, little movement towards the target of 4 per cent of ODA for the area of population and development can be reported. In general, donors still need to review their development assistance policies and to increase resources for global population activities accordingly.

Notes

1/ This section of the report relies heavily on published and unpublished data from the Global Population Assistance reports of UNFPA.

2/ The term "primary funds" refers to funds provided by primary donors for population assistance in the year shown.

3/ Note that most of the multilateral assistance provided by the United Nations system, other than that provided by UNFPA, is used for interregional activities.

4/ In this section, annual expenditures, not commitments, are used. Primary funds, discussed above, are commitments. The difference between primary funds and final expenditures in any given year is often large. This may be owing to delays caused when the primary donor gives funds to an intermediate donor or when different definitions of population assistance and fiscal years are used. World Bank loans are not included, because they tend to be distributed over a number of years.

Table 1. Total official development assistance (ODA) and share of population assistance for major donor countries, 1993

Donor	Total ODA (Millions of dollars)	ODA as percentage of GNP	Population assistance (Millions of dollars)	Population assistance as percentage of ODA
Norway	1 014	1.01	42.9	4.22
United States	9 721	0.15	366.6	3.77
Finland	355	0.46	8.8	2.47
Denmark	1 340	1.03	29.5	2.19
Sweden	1 769	0.98	37.0	2.09
United Kingdom of Great Britain and Northern Ireland	2 908	0.31	47.2	1.62
Luxembourg	50	0.36	0.8	1.58
Netherlands	2 525	0.82	37.5	1.48
Canada	2 373	0.45	24.7	1.04
Switzerland	793	0.33	6.2	0.77
New Zealand	98	0.25	0.8	0.77
Japan	11 259	0.27	83.2	0.73
Germany	6 954	0.37	50.7	0.73
Australia	953	0.35	6.4	0.67
Italy	3 043	0.31	17.6	0.58
Belgium	808	0.39	2.3	0.28
France	7 915	0.63	13.4	0.17
Austria	544	0.30	0.8	0.15
Spain	1 213	0.25	0.6	0.05
Total	55 633	0.30	777.0	1.40

Source: Global Population Assistance Report, 1993 (New York, United Nations Population Fund, 1994).

Table 2. Trends in population assistance, by source of funding, 1990-1993

(Millions of dollars)

	1990	1991	1992	1993
Bilateral	669	774	766	777
Multilateral	86	102	54	66
Private	48	76	106	124
World Bank	169	354	107	344
Total	972	1 306	1 033	1 310

Source: UNFPA Global Population Assistance Report, 1993 (New York, 1994).

Note: Details and percentages do not necessarily add to totals, because of rounding.